UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/48/549
2 November 1993
ENGLISH
ORIGINAL: ENGLISH/FRENCH/RUSSIAN

Forty-eighth session
Agenda item 26

COOPERATION BETWEEN THE UNITED NATIONS AND THE CONFERENCE ON SECURITY AND COOPERATION IN EUROPE

Report of the Secretary-General

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I. INTRODUCTION

1. On 28 October 1992, the General Assembly adopted without a vote resolution 47/10 entitled "Cooperation between the United Nations and the Conference on Security and Cooperation in Europe". By that resolution, the General Assembly, after noting the role that the Conference on Security and Cooperation in Europe (CSCE) plays in promoting democratic values and institutions and human rights, early warning, conflict prevention, conflict management and security cooperation, including peace-keeping, stressed the need for enhanced cooperation and coordination between the Conference and the United Nations and requested the Secretary-General to submit to the Assembly at its forty-eighth session a report on cooperation and coordination between the United Nations and the Conference.

2. By the same resolution, the General Assembly decided to include in the provisional agenda of its forty-eighth session an item entitled "Cooperation between the United Nations and the Conference on Security and Cooperation in Europe".

3. On 12 August 1993, by a note verbale addressed to the Governments of States participating in CSCE, the Secretary-General referred to General Assembly resolution 47/10 and requested the States to provide their views and suggestions on cooperation and coordination between the United Nations and CSCE.

4. In a letter dated 20 August 1993 addressed to the Secretary-General, representatives of participating States of CSCE to the United Nations, on behalf of their Governments, requested the inclusion in the agenda of the forty-eighth session of the General Assembly of an item entitled "Observer status for the Conference on Security and Cooperation in Europe in the General Assembly" (A/48/231).

5. Following the above request, the General Assembly, noting the desire of CSCE to intensify its cooperation with the United Nations, adopted resolution 48/5 of 13 October 1993 without a vote. By that resolution, the Assembly decided to invite CSCE to participate in the sessions and the work of the Assembly in the capacity of observer, and requested the Secretary-General to take the necessary action to implement the resolution.

6. The present report incorporates measures of cooperation between the United Nations and CSCE, as well as replies received by the Secretary-General from States participating in CSCE in response to his note verbale of 12 August 1993 (see para. 3).

II. MEASURES OF COOPERATION BETWEEN THE UNITED NATIONS AND THE CONFERENCE ON SECURITY AND COOPERATION IN EUROPE

7. On 26 May 1993, letters were exchanged between the Secretary-General of the United Nations and the Chairman-in-Office of the Council of CSCE (A/48/185, annexes I and II). By those letters, the signatories accepted the arrangements described in the framework for cooperation and coordination between the two organizations (A/48/185, annex II, appendix).

8. Good contacts have been established and maintained between the Secretary-General, the Chairman-in-Office and their representatives. The Chairman-in-Office visited United Nations Headquarters on the occasion of the signing of the exchange of letters and subsequently on 28 and 29 September when very useful discussions were held with the Secretary-General and senior members of the Secretariat.

9. It has been agreed that there should be a practical division of labour between the two organizations, with one taking the lead on each issue of common interest, and the other playing a supporting role. In recent months, CSCE has thus had a lead in peacemaking efforts in Nagorny-Karabakh, Moldova and South-Ossetia, Republic of Georgia, while the United Nations has had the lead in Tajikistan and Abkhazia, Republic of Georgia.

10. In all these endeavours contacts have been maintained to ensure, as far as possible, complementarity, mutual support where appropriate and the avoidance of duplication in the planning and carrying out of activities. In addition to the publication in official documents of relevant information and decisions, frequent contacts, often on a daily basis, take place at all levels in New York between the United Nations Secretariat and the Permanent Mission of the Chairman-in-Office. While it is recognized that further improvements can be made, the level of cooperation achieved has been good.

11. In the former Yugoslavia, valuable cooperation has taken place between the two organizations in the former Yugoslav Republic of Macedonia. In addition, until their withdrawal, the CSCE long-term missions in Kosovo, Sandjak and Vojvodina provided the only international presence at the governmental level. Their presence contributed significantly to the maintenance of stability in those areas. In this regard, the Secretary-General adds his support to the call for their return at the earliest possible date.

12. During the mission of the Secretary-General's Special Envoy to the Baltic States and the Russian Federation, pursuant to General Assembly resolution 47/21 of 25 November 1992, regarding complete withdrawal of foreign military forces from the countries concerned, the Special Envoy was briefed by the head of the CSCE human rights mission to Estonia.

13. The Secretary-General is represented regularly at the meetings of the Committee of Senior Officials of CSCE at Prague and will also be represented at the Rome Council meeting that will take place at the end of November.

14. The Centre for Human Rights in Geneva is the focal point for relations between the United Nations and CSCE on human rights issues. During the past year, the Centre has enhanced its cooperation with CSCE, particularly with the CSCE Office for Democratic Institutions and Human Rights and the Conflict Prevention Centre in Vienna. Areas of common interest and joint action have included the question of minorities, fact-finding missions and preventive diplomacy in the area of human rights.

15. The Economic Commission for Europe (ECE) has played a key role in the multilateral implementation of the relevant activities of CSCE in economic cooperation and the environment. ECE has participated in, and made written contributions to, major meetings of CSCE, including the newly established

Economic Forum. In reaffirming its readiness to cooperate closely with CSCE, the Commission has requested its subsidiary bodies and its secretariat to take into account the recommendations of CSCE which call for implementation within the framework of the Commission.

16. Since early 1993, the Office of the United Nations High Commissioner for Refugees (UNHCR) has developed regular working level contacts with the CSCE High Commissioner for National Minorities. UNHCR has enjoyed full access to informal CSCE meetings of the Office for Democratic Institutions and Human Rights. UNHCR has stressed its readiness to strengthen cooperation with CSCE on the basis of the complementarity of respective mandates.

17. With the passage of time and as appropriate mechanisms are developed, the Secretary-General is confident that the benefits of cooperation and coordination will continue to grow for the mutual advantage of all concerned. The Secretary-General will continue to extend, within available resources, all practicable assistance and encouragement towards the strengthening of the capability of CSCE to deal successfully with regional issues.

III. REPLIES RECEIVED FROM MEMBER STATES

BELGIUM (ON BEHALF OF THE EUROPEAN COMMUNITY AND ITS MEMBER STATES)

[Original: French]

[15 September 1993]

1. The "Helsinki Document 1992" 1/ states that CSCE is a regional arrangement in the sense of Chapter VIII of the Charter of the United Nations and as such provides an important link between European and global security. In that capacity, CSCE is called upon to make every effort to achieve the pacific settlement of disputes arising within its geographical area.

2. The United Nations General Assembly, in its resolution 47/10 of 28 October 1992, welcomed that declaration and stressed the need for enhanced cooperation between the United Nations and CSCE.

3. Such cooperation is even more necessary today when CSCE is developing its capacity for action in conflict prevention and settlement and intervening in areas in which the United Nations is active.

4. Cooperation between the two organizations should help to avoid duplication and also ensure perfect synergy between them. Their activities must be coordinated in such a way as to be mutually reinforcing.

5. The division of labour between CSCE and the United Nations should be essentially pragmatic, reflecting a case-by-case approach and taking into

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1/ A/47/361-S/24370, annex.

account their respective strengths. It should be the subject of an ongoing dialogue between the Secretary-General of the United Nations, the Chairman-in-Office of CSCE and their representatives.

6. CSCE is founded on a precise body of principles and commitments and is called upon to take action in Europe in situations of tension or potential conflict which have arisen from the violation of commitments to democracy, the rule of law, human rights or the rights of persons belonging to national minorities.

7. The reforms which CSCE has undertaken to strengthen its structures and thereby improve its capacity for preventive action should enable it to exert greater political pressure on parties to conflicts and encourage peaceful solutions to crises, in particular by participating in or organizing under its authority peace-keeping operations.

8. Concerted action with the United Nations system, and in particular the Security Council, regarding all conflicts which might affect the sphere of competence of CSCE must be continued and enhanced. As pointed out in the "Helsinki Document 1992", the rights and responsibilities of the United Nations Security Council remain unaffected in their entirety.

9. Since the convening of the Conference on Security and Cooperation in Europe (at Helsinki in July 1992), the forms of cooperation and coordination between the two bodies have increased. An agreement to that end, dated 26 May 1993, was concluded between the United Nations Secretary-General and the Chairman-in-Office of the Council of CSCE (A/48/185, annex II, appendix). The European Community and its member States consider that their joint efforts to prevent conflicts will benefit from comprehensive implementation of that agreement.

10. Cooperation between CSCE and the United Nations has already commenced on the ground, particularly with a view to coordinating their activities in Georgia and Tajikistan. CSCE and United Nations missions in Georgia are thus closely coordinating their activities, in particular through participation in each other's activities.

11. CSCE and the United Nations are mutually supportive in their respective efforts to promote peace and stability in Europe.

12. CSCE has for instance supported United Nations efforts in the former Yugoslavia. This has included deploying its missions of long duration in Kosovo, Sandjak and Vojvodina. Following the refusal of the Belgrade authorities to extend the protocol agreement authorizing the deployment of these missions, on 9 August 1993 the Security Council adopted resolution 855 requesting the Belgrade authorities to reconsider their position.

13. CSCE has made a contribution through its investigations of human rights violations. A CSCE mission carried out in Croatia by Ambassador Corell recommended the establishment of an international tribunal to judge war crimes committed in the territory of the former Yugoslavia.

14. The report of the mission was transmitted to the Secretary-General of the United Nations 2/ and considered within the framework of Security Council resolution 808 of 22 February 1993.

15. CSCE has assisted the neighbouring States of Serbia and Montenegro monitoring the observance of sanctions imposed by the Security Council.

16. With regard to the conflict in Nagorny Karabakh, CSCE has entrusted to a small group of States, the Minsk Group, the task of facilitating a peaceful settlement of the crisis. The efforts of CSCE have on numerous occasions been supported by the United Nations Security Council.

17. These examples only serve to illustrate the growing cooperation between the two organizations which is welcomed by the European Community and its member States. There is, however, room for improvement, particularly with regard to the exchange of information.

18. Cooperation between the two organizations could also be further developed following reforms undertaken by CSCE.

19. The European Community and its member States intend to contribute to the development of cooperation between CSCE and the United Nations.

NORWAY

[Original: English]

[7 October 1993]

1. Norway supports the views put forward by the Secretary-General of the United Nations in his report entitled "An Agenda for Peace" 3/ concerning cooperation between the United Nations and regional arrangements and organizations as defined in Chapter VIII of the Charter of the United Nations.

2. Norway considers close cooperation between the United Nations and the Conference on Security and Cooperation in Europe (CSCE) to be of great importance and welcomes the cooperation already established in certain areas.

3. In order to obtain the best possible use of the resources of the United Nations and CSCE, it is important that the two organizations exchange information and consult on a continuous basis. These consultations should include, inter alia, discussions on cooperation in specific situations, how the efforts of the United Nations and CSCE could complement each other and, where appropriate, a division of labour.

2/ S/25307.

3/ A/47/277-S/24111.

4. The United Nations and CSCE should establish close contact both with regard to areas in which the United Nations and/or CSCE are already engaged, as well as issues within the CSCE area which are brought to the attention of the United Nations.

5. Norway encourages the United Nations to follow up actively General Assembly resolution 47/10 of 28 October 1992 and to promote close cooperation between the United Nations and CSCE as regards peace and security in the CSCE area. In the opinion of Norway, the security situation within the CSCE area is closely connected to the global security situation.

POLAND

[Original: English]

[5 October 1993]

1. Poland, being one of the co-sponsors of General Assembly resolution 47/10 of 28 October 1992 is in favour of developing and strengthening cooperation between the United Nations and regional organizations, and of cooperative arrangements with the Conference on Security and Cooperation in Europe (CSCE) in particular. Harmonious and constructive interaction between these two international bodies could constitute an important element in making the United Nations more effective in the field of peace and security.

2. This would in particular be true in crisis situations where several organizations act simultaneously, in order to avoid duplication, overlapping or dissipation of efforts.

3. It may be recalled that the Conference on Security and Cooperation in Europe, at its meeting at Helsinki in 1992 declared that CSCE is a regional arrangement in the sense of Chapter VIII of the Charter of the United Nations, and as such it provides an important link between European and global security. 1/

4. CSCE has already developed mechanisms and structures aimed at the peaceful settlement of disputes, as well as at conflict prevention and crisis management. CSCE has dispatched a number of fact-finding missions, rapporteurs and monitoring teams to former Yugoslavia, Moldova, Ossetia, Nagorno-Karabakh, Georgia and Tajikistan.

5. Poland welcomes the exchange of letters which took place between the Secretary-General of the United Nations and the Chairman-in-Office of CSCE in May 1993 (A/48/185, annexes I and II) concerning a framework for cooperation and coordination between the United Nations Secretariat and CSCE (A/48/185, annex II, appendix).

6. In view of the above, Poland would welcome the inclusion in the report of the Secretary-General of an analysis of the effectiveness of coordinating activities in the field based upon experience acquired thus far during parallel actions taken in different areas of ongoing conflicts.

7. The purpose of such an analysis would be to examine ways and means of strengthening cooperation and coordination between the United Nations and CSCE.

SWEDEN, AS CHAIRMAN-IN-OFFICE OF THE COUNCIL OF THE CONFERENCE ON SECURITY AND COOPERATION IN EUROPE

[Original: English]

[22 September 1993]

1. Bearing in mind General Assembly resolution 47/10 of 28 October 1992 entitled "Cooperation between the United Nations and the Conference on Security and Cooperation in Europe" (CSCE) as well as the new tasks within the CSCE region which require enhanced coordination and cooperation between international and regional organizations, CSCE has entered a new phase in its relationship with the United Nations.

2. At the Stockholm Council Meeting of CSCE, held on 14 and 15 December 1992, it was decided that the relationship between the United Nations and CSCE should be developed further. In this context, special attention was to be given to ways and means of strengthening cooperation and close contacts between the two organizations, especially in preventing and settling conflicts, as well as to the practical implications of the understanding, expressed in the "Helsinki Document 1992" that CSCE is a regional arrangement in the sense of Chapter VIII of the Charter of the United Nations. 1/

3. The spirit of these decisions has been reflected in an exchange of letters between the Secretary-General of the United Nations and the Chairman-in-Office of the CSCE Council in May 1993 (A/48/185, annexes I and II). This exchange of letters constitutes a framework for cooperation and coordination between the two organizations (A/48/185, annex II, appendix).

4. Within this framework, it was agreed that the Secretary-General of the United Nations and the Chairman-in-Office of the CSCE Council and their respective representatives would hold consultations on a regular basis in particular on cooperation and coordination of activities of common interests. The Permanent Mission to the United Nations of the CSCE participating State holding the Office of Chairman would serve as the point of contact of CSCE and as the representative of the Chairman-in-Office in contacts with the United Nations Secretariat in New York and in Geneva on appropriate activities of common interest. The CSCE delegation of the CSCE participating State holding the Office of Chairman, the CSCE Secretary-General and other CSCE institutions in Vienna would serve as points of contact in Vienna.

5. It was also agreed that official information on relevant issues, including documents and decisions as well as specific reports, would be exchanged as appropriate between the two organizations.

6. The two sides agreed to maintain close contact to ensure coordination, complementarity, possible mutual support and to avoid duplication in the planning and carrying out of activities. This relates in particular to long-

term efforts to prevent conflicts and promote the political settlement of conflicts.

7. It was agreed that such contacts should take the form of consultations on the preparation, initiation and implementation of fact-finding missions, as well as exchange of information between the United Nations and CSCE representatives in the field, on the situation in the area of their responsibility.

8. In addition, cooperation may cover, inter alia, the exchange of information on preparing reports of missions, and an examination of the possibility of joint reports and joint missions.

9. The forms of cooperation referred to above may be applicable to peace-keeping operations in the CSCE region. CSCE, in planning and carrying out peace-keeping activities may, as appropriate, draw upon the technical assistance and advice of the United Nations.

10. A representative of the Secretary-General of the United Nations is invited to the meetings of the CSCE Council and the Committee of Senior Officials. The United Nations is also provided with all documents in the form of CSCE communications on both substantive, procedural and organizational matters.

11. The Committee of Senior Officials has agreed to the proposal of the Secretary-General of the United Nations that CSCE should seek observer status. Such a request was made in September 1993.

12. Various types of CSCE missions have been initiated with a view to conflict prevention and conflict resolution. To date, seven missions have been fielded, in areas of the former Yugoslavia and the former Soviet Union. The mandates vary considerably, from focusing on early warning to crisis management in a strict sense. Practical experience gained from these endeavours has thus been added to the discussion of the role and capacity of CSCE in the area of preventive diplomacy and peace-keeping.

13. The Human Dimension Mechanisms of CSCE are increasingly being used as major foundation for the efforts of CSCE at early warning and long-term conflict prevention. Their further elaboration and utilization will considerably strengthen the ability of CSCE to address root causes of tension and to refine its mechanisms for early warning in potentially dangerous situations. Steps have been taken to integrate the human dimension more fully into the political consultations and concerted actions of the participating States. Ways are being considered of using the 1993 Implementation Meeting on Human Dimension Issues to investigate possible new means of utilizing human rights mechanisms for these purposes and to improve monitoring of compliance with CSCE commitments.

UKRAINE

[Original: Russian]

[27 September 1993]

1. Ukraine advocates the development of close cooperation and coordination between the United Nations and the Conference on Security and Cooperation in Europe (CSCE) in all areas of mutual interest and, above all, in the prevention and settlement of conflicts and the protection and guarantee of basic human rights and freedoms. On this basis, Ukraine, as a member of CSCE, supported the declaration by the States participating in the meeting of the Conference on Security and Cooperation, held at Helsinki in 1992, of their understanding that CSCE is a regional arrangement in the sense of Chapter VIII of the Charter of the United Nations. 1/

2. Ukraine, which considers its security to be inseparable from the security of all its neighbours on the continent, is in favour of establishing a reliable European system of collective security, in which CSCE can and should play a very important role. In this connection, the agreement reached between the Secretary-General of the United Nations and the Chairman-in-Office of the Council of CSCE on a framework for cooperation and coordination between the United Nations and CSCE is of great importance. The cooperation envisaged in the agreement should increase the effectiveness of the peacemaking efforts of the international community in trouble spots of the CSCE region and at the same time eliminate unnecessary and costly duplication and overlap in that work.

3. Ukraine, on the basis of the same considerations, supports the decision taken at the meeting of the Committee of Senior Officials held in April 1993 regarding the aspiration of CSCE to be accorded observer status in the United Nations. A solution of this question, and the development of cooperation in general, will help to ensure a constant exchange of information between the United Nations and CSCE, particularly in respect of the early prevention of conflicts and their settlement. Experience has shown the need for constant contact between the United Nations and CSCE on questions of dispatching various types of missions, including joint missions, and ensuring coordination between them and the exchange of the results of their work. The exchange of representatives and experts with a view to their participation in appropriate events and forums held by the United Nations and CSCE is of great importance.

4. The current agreement on cooperation and coordination between the United Nations and CSCE (A/48/185, annex II, appendix) in the prevention and settlement of conflicts is only a first step towards the solution of the most acute and urgent problems of the day. This first step should be followed by other steps extending this cooperation to new and important spheres. In particular, the question of establishing closer ties between the United Nations and CSCE in all areas of human activity should be studied. For example, the exacerbation of the problem of involuntary migrants and refugees is a serious challenge to security and stability in Europe at present. No one member country of CSCE can cope on its own with the streams of refugees who are leaving places of tension and instability. In this connection, coordination must be developed between the Office of the United Nations High Commissioner for Refugees, which is carrying

out important and necessary work in its field, and the CSCE Warsaw Office for Democratic Institutions and Human Rights.

5. It is also important to develop cooperation between this CSCE body and the United Nations Commission on Human Rights, in particular with a view to expanding the exchange of information and organizing joint information and training seminars.

6. CSCE, which is now actively developing its organizational structure and operational activities, while striving to rise to the challenges of the times, has great potential for solving the urgent problems associated with strengthening stability and security in the vast area from Vancouver to Vladivostok. As a regional arrangement, in the sense of Chapter VIII of the Charter of the United Nations, CSCE is an important tool available to the United Nations. The development of cooperation and coordination between the United Nations and CSCE will help in making optimal use of this tool.